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File Training

OTR 76-6291

7 April 1976

MEMORANDUM FOR: Director of Central Intelligence
SUBJECT : The Future Role of Training in the Agency
and the Intelligence Community

1. As I prepare to leave and from the vantage point of ten years in the Office of Training as either the Deputy or the Director of the Office, I would like to share with you my views of the place of training in the future of the Agency and the Intelligence Community.

2. The time has come, I believe, to think about "training" and the "Office of Training" in a different way than in the past. The Office was originally conceived, quite rightly, as a place to teach tradecraft. In the early days of this Agency there was needed a single place to systematically teach new hands -- and old ones -- how to operate as clandestine collectors and actionists. This involved assembling the lore of the past and creation of a faculty with experience and imagination who could pass on to, and train others in, the skills they had learned and which were continually under development. As time went on, teaching employees how to handle the peculiar problems of administering an Agency with a clandestine mission were added to the functions of the Office of Training. Additionally, it became the responsible Office for administering the Career Trainee Program and, as the Agency and the Intelligence Community became more complex, for the general orientation of new employees concerning the purposes, structure, and operation of the intelligence system. With these kinds of responsibilities, the Office of Training became thought of, not simply as a trade school for operations, but also as a general service -- for training and orientation -- to the Agency as a whole. It thus became more and more closely integrated into the management directorate, by whatever name that directorate was officially known.

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3. A number of developments and events of the past five years or so have begun to alter the concept that "training" was a "service" function and a "managerial" problem. These were, briefly stated:

- a. The raising of questions, within and without the Intelligence Community, about whether the approaches to and methods of intelligence analysis were sufficiently experimental and modern to deal with the kinds of problems which the nation was confronting in its foreign and military policy in the fourth quarter of the 20th Century.
- b. The emergence of new technologies (e.g., the photograph, the computer) which were making possible new ways of collecting, storing, retrieving, manipulating, and analyzing information.
- c. The maturation -- or perhaps the obsolescence -- of the Training Office itself. As a "service" office, it was developing its own corps of instructors, and it was losing some of the life and innovation inherent in the constant refreshment of its staff and its course material through the regular infusion of qualified practitioners.
- d. The raising of questions in our society about the proper role and functions of an intelligence agency with a clandestine service in a democratic society and in an ever more complex and interdependent world system. These questions concerned the extent of need for and the proper role of clandestine collection and especially cover action; they suggest, in effect, that we ought to examine what we do and how we do it. By implication these questions suggest we ought to examine what we teach and how we train our people.
- e. Both from within and without the Agency, there have been questions raised about compartmentation and secrecy. It is said we ought to be more open about what we do and how we do it -- especially about those functions which are not highly classified. De-compartmentation would, it is said, make our officers more aware of their role

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in the process and thus more creative and cooperative, while less secrecy would reduce public suspicion and support a consensus on the value of our legitimate and important functions. On the other hand, has come the realization that much of what we do and how we do it has unfortunately become open and "de-clandestinized," exposing our people and neutralizing our capabilities.

4. The Office of Training has taken steps to deal with some of these events and developments. Under my predecessor, the Office instituted a Senior Seminar to bring together senior officers from all directorates and to help them to understand each other and each other's responsibilities. The Office initiated an "information science" training program -- a program designed to explore new methodologies based upon quantitative measurement and to train employees in the use of computers and in the utilization of systems dynamics and operations analysis.

5. After I became Director of the Office in 1973, the information science program in the DIA was transferred and revitalized within the Office of Training. I initiated a study of ways and concepts for the training of intelligence analysts. Some of the conclusions and recommendations of that study have been implemented and others are in process of development. We have carried out a policy of providing greater exposure to outside experts by members of our classes and seminars, and we inaugurated a guest speaker series for the Agency as a whole, bringing to the auditorium on a monthly basis distinguished citizens and academic leaders.

6. One of the more important and encouraging steps taken was the creation of the Center for the Study of Intelligence. The Center has two functions; one is to study and examine what we do and how we do it; the other is to sponsor and lead seminars on analytic approaches and methods and on the application of these two long-term problems. The Center has gotten off to a good start; it has completed or is nearing completion studies on how policymakers use intelligence, on the impact of compartmentation, on the place of intelligence in a democratic society, on the "Station of the Future." It has ongoing seminars on

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analytic method and on the multidisciplinary approach to Soviet analysis.

7. Finally, we have taken a new look at operational training. Severe cuts in the Office's personnel strength and uncertainties over requirements for clandestine officers in the future was putting great pressure upon the operational training staff. DDO quite rightly has become concerned over the capacity of the Office to meet DDO's current needs. The problem has been met, at least for the present, by giving DDO greater responsibility for operational training, a solution which has created some bureaucratic confusion. But the basic problem remains: What will be future operational training requirements and how can these best be met?

8. The emergence of new problems and trends and OTR's response to these indicates to me that this Office is not simply a trade school, a language center, or a service unit providing orientation courses. It is a place concerned with people, ideas, creativity. It should, therefore, be thought of as a forum where hard, bedeviling questions can be asked, where steam can be generated but released in-house, where changes in intelligence doctrine can be generated and articulated, where new beginnings can take place. When one begins to think of the Office in this way, then the new programs and experiments which the Office has undertaken fall under a comprehensible and a pattern-forming rubric. More important, thinking about the Office in this way suggests directions which the Office should move in the future.

9. In my view, the direction in which the Office should move is toward becoming something like a graduate school for the intelligence community, a place where new conceptual approaches to intelligence can be explored and where new intelligence doctrines can be developed. It ought to have, as the DDO once put it, "a university atmosphere." The military intelligence agencies have their own schools, and they should have. This Agency has its own operational arm and it must train its people -- and examine and develop ways in which that arm can best accomplish its mission. But above and beyond these training activities, the intelligence community, especially at the current stage of its history, needs a place -- not in the day-to-day stream of operations, reporting, analyzing, supporting -- where its methods and missions are under continuing study and review.

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10. I suggest, therefore, that serious thought be given to converting the Office of Training into a National Intelligence Institute, separate from the day-to-day business of the Agency itself, responsible to the DCI in his capacity as head of the Community and charged not simply with tradecraft, orientation, or common services, but with an intellectual role in the study and development of the intelligence art itself.

11. Precisely what bureaucratic or administrative changes might be entailed by such a change is not so important as grasping and moving with the idea itself. A number of possibilities, however, do suggest themselves, to wit:

- a. Recognize that the detailed aspects of training -- whether it is directed toward clandestine tradecraft, economic analysis and reporting, air targeting, or weapons characteristics -- are matters for the component (DDO, DDI, Air Intelligence, Naval Intelligence, or whatever) which is responsible for detailed intelligence.
- b. Limit the training activities of the new Institute to those matters which are common to the Agency or the Community, e.g., the overall intelligence process itself, language capability, analytic method and analytic application of new technologies.
- c. Expand and fund the Center for the Study of Intelligence to enable it to study more effectively and more widely intelligence methods and concepts. Encourage it to be a center, a forum, for discussion of old ideas and methods and for an examination of new ones.
- d. Consider new or expanded "graduate" training programs, such as Senior Seminars including Community people or a major effort to qualify existing staff personnel in multidisciplinary analysis.
- e. Consider the creation of new "centers" such as a Center for the Development of Presentational Method (a need for which is one way to read the results of our study on the uses of intelligence by policymakers).

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Consider transferring to the new Institute the Center for the Development of Analytic Methodology (which is now in DDS&T) in order to encourage the wider understanding and usage of its fascinating developmental work.

f. Place in the new Institute responsibility for the publication of not only our journal, Studies in Intelligence, but of monographs and other papers. Consideration might be given to the declassification of certain documents and their publication as "Intelligence Papers" not unlike the publication of papers on the foreign relations of the United States done in the Department of State.

12. Some of the things I am proposing derive from a question that I have many times asked myself and others, "Are we still training operations officers for OSS or are we moving toward the training of the intelligence officer of the 1980s and 1990s?" I am not suggesting that we throw away the old, but I am worrying about whether we are moving into the future. It is not good enough to stand in place and simply do more efficiently and economically what we have been doing. We must recognize that we must continually look to the future. When we stop doing that, we are only an efficient anachronism.

13. Lastly, then where does Training truly belong? Back where it began under the aegis of the Director of Central Intelligence or within and for the entire Intelligence Community as The National Intelligence Institute.



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Alfonso Rodriguez

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